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EVALUATION TOOL

FOR MUNICIPAL RECREATION BOARDS





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Prepared By
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RECREATION DEVELOPMENT DIVISION

Alberta Recreation and Parks gratefully acknowledge the assistance provided by the British Columbia Recreation and Sport Branch and the Saskatchewan Department of Culture and Youth which provided input and gave permission to use materials from similar kits developed by those agencies

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Introduction

This evaluation tool is designed to help you determine whether or not your board (and thus your community) is properly equipped to meet the basic recreational needs of your residents by ensuring the existence of adequate and appropriate park and recreation services and opportunities which might satisfy those needs.

Such an evaluation involves the development of standards against which recreation services might be measured. In this instance many of the standards are assumptions or theories of what is "good", "best" or "right" in each situation. This tool is designed to allow you to decide not only whether your Board meets such standards but also whether or not they are appropriate measures of success potential.

It should be clear, at the outset, that this tool is not designed to evaluate the specific programs currently available in your community. That is something which can only be done on a program-by-program basis. This tool is designed to help you determine whether your board has the basic requirements to ensure that appropriate park and recreation services can be made available to meet the basic recreational needs of your citizens.

The evaluation tool is simple. It utilizes a series of questions which are easily understood and easy to answer — there are no "right" or "wrong" answers. You do not have to agree with the assumptions stated at the beginning of each question. If you believe the assumptions to be inappropriate, you are encouraged to challenge them and discuss your reasons for such challenges with your fellow board members.

This evaluation tool is designed so that it may be self-administered. The board and/or staff will, in most instances, have sufficient familiarity with municipal recreation and with their own operation so that there will be no difficulty going through the process without outside assistance. If, for some reason, you would like assistance in explaining the evaluation tool or if you would like someone to assist your board to administer the instrument you are encouraged to contact your regional recreation consultant.

The purpose of this evaluation tool is to help your board identify the strengths and weaknesses of your service potential. It can do this by:

- helping everyone to develop a common understanding of the purpose, role and operating procedures of the board.
- allowing more effective utilization of board meeting time by resolving the issue of its purpose and role, which often occupies much of the meeting time.
- resolving doubts about the board's usefulness and the nature of its decisions.
- developing an ongoing process designed to update goals and objectives and improve other areas of responsibility.

The evaluation is not designed to rank you with other communities or to inform someone else what your strengths and weaknesses are. The results of your evaluation, whether self-administered or not, are confidential and your results will not be revealed to other communities. The evaluation is designed to help your board do a better job!

Recommended Evaluation Procedure

The recreation evalution tool is available to all Alberta communities as a service of the Recreation Development Division, Department of Recreation and Parks.

Communities which may be most interested in utilizing the tool include those where:

- a board regularly wishes to evaluate its ability to serve its citizens.
- a board is relatively new and wishes to establish a firm base for development of comprehensive program opportunities.
- an established board exists but a re-organization or major evaluation is anticipated and/or required.

Should a community wish to utilize the recreation evaluation tool the following procedure is suggested:

- (a) Request the tool from your regional recreation consultant.
- (b) Arrange an evaluation session when all of your board members can be present. A comprehensive evaluation will require approximately 3 hours.
- (c) If your community employs recreation staff, you may wish to invite senior members of that staff to join the board in the evaluation process.
- (d) If you wish, encourage members of council to join the board in the evaluation process.
- (e) If you desire an explanation of the evaluation tool, or assistance in utilizing it, call your regional recreation consultant.
- (f) Once the board carries out an evaluation, members will want to follow-up by upgrading areas where weaknesses have been identified. A proposed follow-up procedure involves:
 - clearly defining the problem or concern
 - contacting the regional recreation consultant for written resource materials and/or workshop opportunities relating to the area of concern
 - scheduling study sessions, meetings or workshops relating to the area of concern.

The success of this evaluation process is dependent upon the interest, and objectivity of board members. Perhaps the role of a board member, in this regard, is best illustrated by John Gardner who suggests:

"Where human institutions are concerned, love without criticism brings stagnation, and criticism without love, destruction. The swifter the pace of change, the more lovingly men must care for and criticize their institutions to keep them intact through the turbulent passages."

Items which would prove helpful and which should be available during the evaluation process include:

- (1) A copy of the by-law establishing your board.
- (2) A copy of the statement of philosophy and/or goals and/or objectives which guide the actions of your board.

¹ Gardner, John, W. The Recovery of Confidence, Pocketbooks, New York, 1971, p.11.

- (3) A copy of any policies established by your board.
- (4) A copy of your community recreation master plan.

How to Complete this Evaluation

- (1) Read each of the assumptions and related material preceding each set of questions.
- (2) Check one of the six categories of answer for each question which follows the assumptions.
- (3) Have the complete board review the questions in an attempt to gain consensus where there is disagreement.
- (4) Complete an evaluation summary form indicating your response to each question and the total group consensus.
- (5) Follow the instructions contained on the evaluation summary and pursue discussions on issues raised to the extent you think is helpful to your board.

Definitions

Some terms which have been used in this evaluation tool may be interpreted in various ways. To avoid misunderstanding the following definitions are provided to illustrate the meanings which are intended in this document.

Leaders — This term is used to designate anyone working in the recreation services role. Differentiation will be made between voluntary and paid leaders.

Staff — This term will occasionally be used in place of paid leaders.

Program — This term is used to denote all services provided by recreation boards, including those of a co-ordination or consultation nature as well as specific activity instruction.

Advisory Board — This type of board usually recommends to council on provision of recreation services, facilities and programs. It does not have the legislative or administrative power similar to that of the operational board. Based upon the recommendations of an advisory board, council must decide what action they will take.

Operational Board — This type of board acts as an administrative arm of council, its scope and jurisdiction is far greater than that of an advisory board. It has a budget (fiscal plan) approved by council and is authorized to plan, spend and account for the budget on its own directly in line with the approval granted to it by council. Program and operation policies are decided by this type of board.

Council — In the context of this document council means an elected municipal council or a band council. Where a regional board is called a regional recreation council, the term council does not apply to the recreation body — in such a case the regional recreation council would be considered as the recreation board.

Community — Refers to the "service area" of the recreation board. Where the board serves a number of communities it is the regional area of service which is the "community". Where the board serves a reserve, it is the reserve which is the "community".



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Recreation Board Evaluation

I Bylaws

GENERAL ASSUMPTION

In Alberta a recreation board can only legally be established by a bylaw of council. They are established to be legally recognized by the provincial government. Legal recognition provides opportunities for obtaining a variety of services including certain grants.

The Recreation Development Act requires that agreements between municipalities (eg., between town and county councils) be authorized by bylaw.

YES AND IT SHOULD	1
YES-IMPROVEM'T REQ'D	2
UNCERTAIN-?	3
NO, BUT IT SHOULD	4
NO & IT SHOULDN'T	5
N/A	6

- (1) Is your board established by bylaw?
- (2) Does your bylaw clearly spell out the responsibilities of your board?

1.

EXAMPLE — Philosophy, Goals and Objectives

Philosophy

A philosophy is, simply, a statement of beliefs. It establishes a foundation upon which to establish goals and objectives for an action plan.

The reason a board has a philosophy is to define and give meaning and clarity to everything it does. The philosophy is the "reason for being."

Goals

Goals are statements of what a board wishes to achieve. They provide a clear focus and rationale for action. They act as guidelines for program development and are the basis for developing program objectives. Goals are based on one's philosophy, thus the two must be consistent to provide a coherent direction for the agency.

Objectives

An objective may be considered as a means of achieving one's goals. Since all services, programs or opportunities provided by a recreation board are intended to achieve the board's goals, it is obvious that specific objectives must be documented for each program, service or opportunity provided. It is only by this means that one can properly plan for and evaluate such services.

It is suggested that recreation boards must have a framework of beliefs (philosophy). You must know where you are going (goals) in order to choose the right road (objectives). Meaningful and purposeful action plans will only result if boards have clear goals and objectives. If you don't know where you are going, any road will get you there!

Philosophy, goals and objectives will never remain completely static. They should be reviewed periodically. They must be known to all related and concerned groups as well as to board members. They should be shared with the general public. Public participation in their development will enhance the relevance of what the board is doing and improve the level of support received.

An example of philosophic statements of belief follows:

We believe:

- A. That involvement in recreation activities enhance one's quality of life.
- B. It is our responsibility to represent all sectors of society, help identify their needs and co-ordinate community resources to meet such needs.
- C. People should be free to participate in recreation activities of their choice and be encouraged to help in organizing them.
- D. Philosophic statements continue

Examples of goals and objectives which flow from, and are consistent with some of the above statements, include:

GOAL I

To provide or assist the community in the provision of leisure services to the extent of available agency resources (i.e., finance, facilities, equipment, and leadership) (relates to Statement B).

Objectives:

- Offer basic services equally accessible to all and serving the widest possible range of skills, abilities and ages.
- b. Assist, encourage and provide advisory services to all groups and organizations involved in the delivery of leisure services.
- c. Strive for the most effective, yet efficient, means of development, operation and maintenance of the total "system" through active involvement of the community, use of qualified leaders (paid or voluntary), a team approach to problem solving and by establishing and implementing relevant program and service standards.

GOAL II

To provide information to residents to ensure awareness of all leisure services (relates to Statement C) Objectives:

- a. Establish seasonal brochures, pamphlets, etc. for informational purposes and develop all available channels for systematic distribution thereof.
- b. Send out a minimum of one news release per program per year.
- c. Develop a slide show illustrating available services and opportunities.
- d. Solicit and dispense information on current services offered by other agencies and organizations.

II Service Rationale

GENERAL ASSUMPTION

In order to function effectively it is suggested that every recreation board have a written statement outlining their philosophy, goals and objectives. The statement should be agreed to by members of the board and council and should be subject to regular review and update. Such a statement is usually found in your bylaw or master plan.

YES-IMPROVEM'T REQ'D UNCERTAIN-? NO, BUT IT SHOULD NO & IT SHOULDN'T VA 9	YES AND IT SHOULD	1
T.NO.	YES-IMPROVEM'T REQ'D	2
5 6	UNCERTAIN-?	3
6	NO, BUT IT SHOULD	4
	NO & IT SHOULDN'T	5
	N/A	6

(a) Philosophy

- (3) Does your board have a philosophy?
- (4) Is it endorsed by council?
- (5) Is it stated in your bylaw?
- (6) Is it stated in your master plan?
- (7) Is it reviewed regularly by your board?
- (8) Is it reviewed regularly by your council?

(b) Goals

- (9) Does your board have goals?
- (10) Are they endorsed by council?
- (11) Are they stated in your bylaw?
- (12) Are they stated in your master plan?
- (13) Are they consistent with your board philosophy?
- (14) Are they reviewed regularly by your board?
- (15) Are they reviewed by your council?

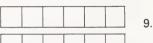
(c) Objectives

- (16) Does your board have objectives?
- (17) Are they stated in your master plan?
- (18) Are they consistent with your board's philosophy and goals?
- (19) Are they reviewed regularly by your board?

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19.

III Roles and Relationships

GENERAL ASSUMPTION

A major pre-requisite to success of any board is a clear understanding of its role and its relationship to others with whom it comes in contact.

YES AND IT SHOULD	1
YES-IMPROVEM'T REQ'D	2
UNCERTAIN-?	3
NO, BUT IT SHOULD	4
NO & IT SHOULDN'T	5
N/A	6

(d) Roles

To function effectively, members of the board must have a clear understanding of their role, that of the council, recreation staff and other recreation service agencies in the community.

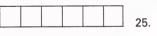
- (20) Does your bylaw outline your board's responsibility to council?
- _____ 20.

- (21) Does your bylaw indicate that your board provides advice to the municipal administrator?
- 21.
- (23) Does your board have the authority (by bylaw) to control its own budget once approved by council?
- 23.
- (24) Does your recreation staff provide advice to your board?

(22) Does your bylaw give the board authority to hire staff?

(e) Relationships

(25) Does council make decisions related to parks and recreation without reference to the board?



(26) Are the majority of board recommendations accepted by council?

(27) Does your board report to Council through the board chairman, the official board spokesperson?

			27.
_	 		

1	2	3	4	5	6	
YES AND IT SHOULD	YES-IMPROVEM'T REQ'D	UNCERTAIN-?	NO, BUT IT SHOULD	NO & IT SHOULDN'T	N/A	

(f) Agreements

Most municipal recreation boards operate under agreements with other agencies (e.g., school boards). One must recognize that no board can work in isolation but rather, must work in harmony with all sectors of the community.

(28) Does your board operate under a joint-use or other agreement with the school board(s)?

(29) Is the agreement authorized by council?

(30) Does the agreement provide for a review mechanism?

(31) Does your board operate under agreement with any other public agency? (e.g., further education council)

(32) Is the agreement authorized by council?

32.

Does your Board operate under agreement with any other agencies including:

(36) Are such agreement(s) authorized by council?

(33) Semi-public agencies (e.g., Y's, boys and girls clubs, etc.)?
(34) Commercial agencies (e.g., bowling alleys, racquet courts)?
(35) Private agencies (e.g., dance schools, gymnastic academies)?

33.

IV Administration

GENERAL ASSUMPTION

Any organization has to develop certain methods of dealing with its responsibilities if they are to be handled effectively and efficiently. The approaches used and the decisions made should be similar when situations faced are identical, or nearly so. Matters must be dealt with in a fair, equitable and consistent manner.

1	2	3	4	5	6	
YES AND IT SHOULD	YES-IMPROVEM'T REQ'D	UNCERTAIN-?	NO, BUT IT SHOULD	NO & IT SHOULDN'T	N/A	

(g) Organizational Structure

It is expected that most recreation boards will have some method of organization which allows them to effectively carry out their responsibilities.

Do you regularly elect an executive to facilitate handling of the board's

- business? 37. (38)Do you have standing committees? 38. (39)Do your standing committees study the details of specific business items and make recommendations to your board? 39. (40)Do you appoint ad-hoc committees, when required, to study and report on significant but non-recurring matters? 40. Does your board have an organizational chart? 41. (41)
- (42) Do terms of office of board members overlap to ensure continuity?(43) Do executive members' terms of office overlap to ensure continuity?43.
- (44) Does your board hold meetings regularly?
- (45) Does your board utilize a written agenda to guide its meetings?
- (46) Are your meetings accomplishing what you feel they should?

 46.

YES AND IT SHOULD	1
YES-IMPROVEM'T REQ'D	2
UNCERTAIN-?	3
NO, BUT IT SHOULD	4
NO & IT SHOULDN'T	5
N/A	6

(h) Policies and Procedures

Following policies involves doing things in a consistent manner based on one's beliefs. A board can only develop meaningful and consistent policies if it has a clear set of goals and objectives.

EXAMPLE: The relationship between objectives, policies and procedures.

- Objective To ensure that all recreation activities are conducted in as safe a manner as possible.
- Policy It shall be the policy of the board to have annual safety checks of all facilities and equipment under its jurisdiction.
- Procedures Safety checks of all equipment shall occur on a specific day each year, following a check list of items to be inspected and reported upon, with corrective measures to be taken immediately if standards are not met.
- (47) Does your board have written policies and procedures?

47.

48a.

48b.

48c.

48d.

48e.

49.

- (48) Are you aware of the constraints placed on your board by the following laws/acts/regulations which affect your operations:
 - (a) Health Act
 - (b) Municipal Government Act?
 - (c) Recreation Development Act?
 - (d) Labour Relations Act?
 - (e) Uniform Building Standards Code?
- (49) Does your board have adequate liability, fire and theft insurance?
- (50) Do you have written records of policies passed by council which affect the board's operation?
- (51) Does your board recommend policy to council?
- (52) Are procedures developed on the basis of board and council policies?

			50.
			51.

YES AND IT SHOULD	1
YES-IMPROVEM'T REQ'D	2
UNCERTAIN-?	3
NO, BUT IT SHOULD	4
NO & IT SHOULDN'T	5
N/A	6

(i) Records and Reports

Appropriate information must be maintained to plan, conduct, interpret and evaluate the board's services. Reports should be current, accurate and reliable while remaining simple and to the point.

- Does your board maintain inventory records of supplies and equipment as well as details of programs and services?

- (54) (a) Does your board keep accurate minutes?
 - (b) Are the minutes filed in the municipal office?
 - (c) Does your board prepare an annual report?
 - (d) Are your files and records well organized and easily accessible to board members?
- 54a. 54h 54c.

53.

54d.

(i) Budgeting

A sound financial administrative system and budget procedure is a vital part of the planning process and is necessary to ensure cost efficiency and cost effectiveness. The adequacy of a financial administrative system depends upon the community's demands on the agency as well as the resources available. Relatively simple community needs and/or limited resources preclude the use of a complex financial administrative system.

- (55) Does your board prepare an annual budget or have one prepared for
- 55.
- (56) Does your board regularly review projections of costs and revenues?
- 56. 57.
- (57) Does your board receive a monthly financial statement?
- 58.
- (58) Does your board prepare an operating budget plan for three or more years into the future?

V Leadership and Personnel

GENERAL ASSUMPTION

The success of any recreation board is largely dependent upon sound leadership; voluntary, paid or otherwise compensated. Consequently every effort must be expended to recruit, train and supervise wisely and carefully.

YES AND IT SHOULD	1
YES-IMPROVEM'T REQ'D	2
UNCERTAIN-?	3
NO, BUT IT SHOULD	4
NO & IT SHOULDN'T	5
N/A	6

(k) Recruitment

To select the most suitable people for all positions some form of recruiting procedure should be utilized.

(59) Are your board's members broadly interested in the total community? (e.g., are they generally interested in the community-atlarge and not primarily in one specific area of interest or endeavour?)

59.

- (60) Does your board have recruitment procedures to fill vacancies of
 - (a) board members?

60a. 60b.

(b) voluntary leaders?(c) paid leaders (staff)?

60c.

61

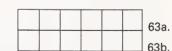
- (61) Does the board have a role in the selection process for new board members?
- (62) Are recreation staff vacancies advertised widely to ensure hiring of the most competent person who can be found?

62.

(I) Personnel Practices

All boards should develop and maintain policies which govern the administration of personnel for all leaders be they paid or volunteer.

(63) Does your board have well-defined procedures for discipline and dismissal of employees, (e.g., personal interviews, probationary periods and appeal procedures) for:



- (a) volunteers?
- 64) Is the performance assessed regularly for each:

64a.

- (a) volunteer?
- (b) staff member?

(b) staff members?

YES AND IT SHOULD	1
YES-IMPROVEM'T REQ'D	2
UNCERTAIN-?	3
NO, BUT IT SHOULD	4
NO & IT SHOULDN'T	5
N/A	6

(m) Job Descriptions

There should be a job description for each position (full-time, part-time, volunteer, professional) which is provided to the employee and which is in written form.

(65)	Does your board have a job description for each employee?	65.
(00)	In each talk describetion we take and analysis dead we release with the one	

(66) Is each job description reviewed and updated regularly with the employee?

(n) Orientation

All boards should have an orientation program that provides new members and leaders (paid or volunteer) with a guided adjustment to their new role and responsibilities within the community.

(67)	Does yo	ur board	have an	orientation	program	for:

- (a) board members?
- (b) volunteer leaders?
- (c) staff?
- (68) Does your orientation program include exposure to the philosophy, goals and objectives of the board?
- (69) Does the orientation include exposure to the history and structure of the board?
- (70) Exposure to the relevant bylaw(s)?
- (71) Exposure to other relevant facts on the community?
- (72) Is there an operations or orientation manual?

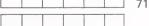
			67a.

67c				67b.
67c				
				67c.

- 68.
- 69

		 	65
			70

			70



YES AND IT SHOULD	1
YES-IMPROVEM'T REQ'D	2
UNCERTAIN-?	3
NO, BUT IT SHOULD	4
NO & IT SHOULDN'T	5
N/A	6

(o) Leadership Training

All recreation boards should provide for a system of staff development and self-improvement based on the needs of paid leaders and volunteers. Each person should be actively involved in a development/training program.

(73)	Does your board provide an opportunity for up-grading for:	
	(a) board members?	73a
	(b) volunteer Leaders?	73b
	(c) staff?	73c
(74)	Does your board encourage attendance at conferences and workshops, visits to other recreation agencies and reading of relevant resource materials by:	
	(a) board members?	74a
	(b) volunteer leaders?	74b
	(c) staff?	74c
(75)	Does your board budget for assistance to cover costs of attending conferences and other educational opportunities for:	
	(a) board members?	75a
	(b) volunteer leaders?	75b
	(c) staff?	75c
(76)	Are members and employees of your board encouraged to become active members of Alberta Recreation and Parks Association or some other recreation association?	76
(77)	Do you believe the board is performing an important role in the community?	77
(78)	Does your board regularly contact and utilize input from community agencies and organizations and the public at large?	78

VI Research and Planning

GENERAL ASSUMPTION

Research, an organized search for knowledge, is a pre-requisite to, or a fact of, planning and decision making. With the necessary knowledge or information the board can orient itself to the community it serves and plan its course of action utilizing its resources in the most efficient and effective manner.

1	2	3	4	5	6	
YES AND IT SHOULD	YES-IMPROVEM'T REQ'D	UNCERTAIN-?	NO, BUT IT SHOULD	NO & IT SHOULDN'T	N/A	

(p) Research

In order to keep in step with the rapidly changing community, your board needs to conduct research or utilize relevant information about the community as generated by the research of others.

(79) Does your board seek to keep current its information about the composition of the community?

79.

(80) Does your board consciously review other administration, facility design and operation, and general recreation service delivery systems in order to adapt innovative approaches to its own system of meeting the community's needs?

80.

(81) Is your board willing to participate in locally relevant research projects?

81.

(82) Does your board check the availability of government and or private grants for the study of local recreation issues?

82.

(q) Planning

Planning the board's activities should be done with access and reference to all available information.

(83) Does your board have a method whereby it gathers public information?

83.

(84) Does your board utilize this method only if a major issue surfaces?

84

(85) Do the elected officials have the opportunity to participate in planning board strategies?

85.

(86) Do the plans of the board relate to the recreation master plan?

86.

(87) Are your board's plans flexible?

87.

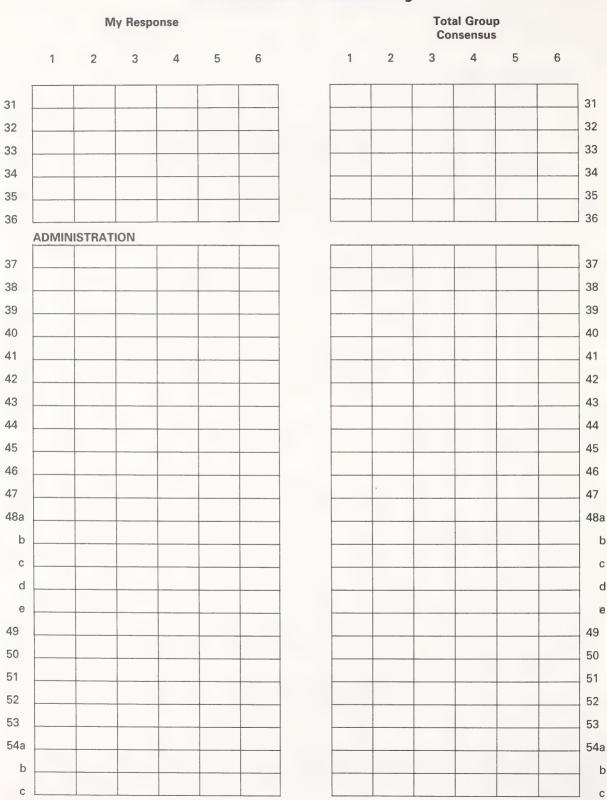
(88) Do your board's plans indicate both the desired results and the steps to achieve those results?

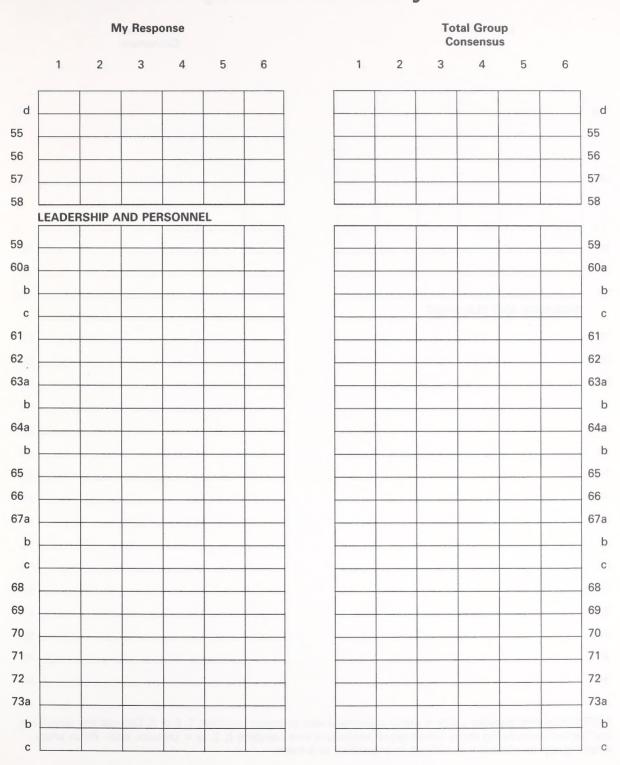
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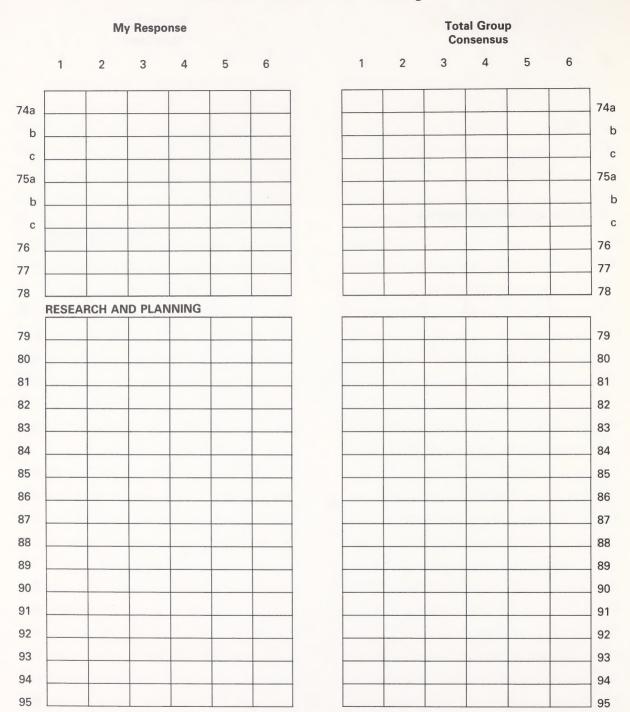
				3	4	_	_	
						5	6	
	aluation) IT SHOULD	YES-IMPROVEM'T REQ'D	AIN-?	IT SHOULD	SHOULDN'T		
process	rds should have a systematic evaluation program. Evaluation is the sof determining the efficiency and effectiveness of current practices occurred in relation to desired goals and objectives.	YES AND IT	YES-IMP	UNCERTAIN-?	NO, BUT IT	NO & IT	A/A	
(89)	Does your board regularly evaluate specific service components on the basis of the objectives they were designed to achieve?							89.
(90)	Does your board utilize a variety of evaluation techniques to evaluate its services?							90.
(91)	Does your board involve a broad segment of the community in its evaluation procedures?							91.
(s) Co	-ordination and Communication							
on a co require service	pal recreation agencies may offer a wide variety of services ranging ontinuum from direct service delivery to providing the assistance d by people to "help themselves" (enabling). One of the important s on any such continuum involves the role of "clearing house" or nating agency.							
(92)	Does your board co-ordinate recreation opportunities offered by different organizations in your community?							92.
(t) Pu	blic Relations and Education							
a giver does. (what the consist	em is sometimes defined as the sum of the impacts or impressions of a organization on its public as a result of everything that it says or consequently public relations involves more than simply telling people are board is doing. It means, above all, doing a good job, being sent and reliable and demonstrating that the agency is indeed anxious the public to the best of its ability.							
(93)	Does your board attempt to educate the public about the use of their free time?							93.
(94)	Does your board utilize a multi-media approach to informing the community about recreation opportunities which are available? (e.g., paper, radio, T.V. brochures)							94.
(95)	Does your board offer recreation opportunities, program registration times and program information opportunities at times which are convenient to all members of the public (i.e., at times other than only during regular working hours)?				T			95.
Note:	Once all members have answered all questions individually the chairpers	on sl	noul	d as	k th	e c	omp	lete

Note: Once all members have answered all questions individually the chairperson should ask the complete board to review the questions in an attempt to gain consensus where there is disagreement. Complete an evaluation summary form (following) indicating individual repsonse to each question and the total group consensus.

	M	ly Respo	onse					Tot Co	al Grou nsensus	p S	
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NOTE! Disregard questions where group consensus was response numbers 1, 5 or 6. Discuss any questions and issues surrounding them, where group consensus was numbers 2, 3, or 4. Discuss, later, those areas where group consensus was difficult or impossible to achieve.



